

TRAINING NEEDS IN ORISSA

R.K. Tiwari

IIPA LIBRARY



12332

THE INDIAN INSTITUTE OF PUBLIC ADMINISTRATION  
INDRAPRASTHA ESTATE, RING ROAD,  
NEW DELHI-110002

G.C.L. Joneja, IAS (Retd.)  
Hony. Treasurer & Director

Grams: ADMNIST  
Tel. No. 3319291  
3317309

July 28, 1988

Dear Shri Rath,

I have much pleasure in forwarding the preliminary report on "Training Needs in Orissa".

I am indeed happy that this report though preliminary in nature, covers significant aspects of training activities in Orissa. We hope that the proposals contained in this report would be found useful by the State Government for attuning the training set up as well as streamlining the Gopabandhu Academy of Administration. If you need any clarification or any further assistance in furtherance of your objective, please feel free to write to us.

With kind regards,

Yours sincerely,

  
(G.C.L. Joneja)

Shri R.K. Rath,  
Principal Secretary-cum-  
Additional Chief Secretary,  
Government of Orissa,  
BHUBANESWAR-751001

THE INDIAN INSTITUTE OF PUBLIC ADMINISTRATION  
INDRAPRASTHA ESTATE, RING ROAD,  
NEW DELHI-110002

G.C.L. Joneja, IAS (Retd.)  
Hony. Treasurer & Director

Grams: ADMNIST  
Tel. No. 3319291  
3317309

July 28, 1988

Dear Shri Rath,

I have much pleasure in forwarding the preliminary report on "Training Needs in Orissa".

I am indeed happy that this report though preliminary in nature, covers significant aspects of training activities in Orissa. We hope that the proposals contained in this report would be found useful by the State Government for attuning the training set up as well as streamlining the Gopabandhu Academy of Administration. If you need any clarification or any further assistance in furtherance of your objective, please feel free to write to us.

With kind regards,

Yours sincerely,

  
(G.C.L. Joneja)

Shri R.K. Rath,  
Principal Secretary-cum-  
Additional Chief Secretary,  
Government of Orissa,  
BHUBANESWAR-751001

## CONTENTS

Abbreviations

Preface

Introduction

Existing Training Facilities

Identification of Training Needs

Organisational Aspects of Training

Summary of Recommendations

## CHAPTER-I

### INTRODUCTION

The state level services constitute an important component of the over all bureaucratic system of the country. The impact of these services on the lives of the people is rather profound as they play an important role in the implementation of the policies and programmes. However in the changed context of the functions and responsibilities of the state level personnel it has been suggested from time to time that they need proper orientation and better skills for effective implementation of the policies. This problem is closely linked with the question of training of the state administrative and technical services.

Before dealing with this question in greater detail it will be helpful to look into the historical aspect of training of the state level personnel. During the pre-independence period, the probationers of Indian Civil Service used to have an elaborate system of institutional training but the state civil service did not receive much attention. The reason being the functions and tasks were relatively simple and there was centralization of authority in a few but highly capable and trusted administrators. The training of the state civil service was on-the-job under the overall guidance of the district collector.

After Independence there has been qualitative change in the functioning of the state administration. Firstly, with the commencement of national planning new policies and programmes have been formulated in almost all the sectors of the economy. With each successive plan the

scale of operations in terms of programmes and finances have been increasing. This has led also to the increase in the number of administrative, scientific and technical personnel.

Most of the development schemes were introduced with their own administrative arrangements both at the headquarter and field levels. As a consequence of this there has been multiplicity of functionaries not only in departments but outside their folds also. Functions and the tasks have become much more complex and comparatively there is decentralization of authority and power to the field level functionaries. For instance at present a block development officer on an average spent approximately Rs. 30 to 40 lakh a year under the broad umbrella of anti-poverty programmes. This is partly a result of the introduction of a number of centrally sponsored schemes under various ministries and departments. It is also relevant here to mention close collaboration between the centre, states and international agencies in the area of irrigation, health, urban development, social welfare, social forestry, etc. This cooperation and assistance along with centrally sponsored schemes brought the concept of project management. As a matter of fact the demands of development administration required not only a new ethos for the state personnel to work, but also an expertise to execute the developmental policies. Besides, there has been phenomenal rise in the number of Regulatory Acts in areas like labour, revenue, urban development, industries, environment, etc. Another important factor has been the political context of administration. This is nowhere more close and direct than in the case of district and block level administration. With the introduction of Panchayati Raj System the officials have to consult the public

functionaries regarding important matters. This has brought the public servants in direct contact with the masses and their political institutions. This also requires a new orientation of public services. Another interesting development at the state level has been establishment of public sector enterprises in variety of areas. The functioning of commercial enterprises require expertise of a different kind. No wonder in the absence of the requisite expertise and work culture most of them are running in losses. Rapid urbanization has led to strain on the civic amenities and requires an expertise of a different type. Besides, due to social tensions, law and order has become a major area of concern. As a matter of fact due to the changes brought about we have little in common with the system of bureaucracy which we inherited from the British.

We have delineated broadly the changing complexion of the requirements of the state personnel due to the demand of public administration and complexity of tasks. The question arises now what efforts were made to equip state level personnel for these tasks? In this connection, it is relevant to point out that right from the First Five Year Plan, all planning documents emphasised the need for trained manpower. Besides, various State Reforms Committee (Bombay 1948; Orissa 1958; Kerala 1958; and 1967, and Andhra Pradesh 1960 and 1965; Rajasthan 1963, Punjab 1966, Maharashtra 1968, Madhya Pradesh 1972 and West Bengal 1983) also stressed the need for training of state level personnel. V.T. Krishnamachari Report on "Indian and State Administrative Services and Problems of District Administration" - 1962 suggested establishment of training institutes in states for the specific purpose of:

- common foundational course for officers of State Civil Services and officers of State Technical Service;
- instructions in the laws, regulations and codes for the direct recruits of the State Civil Services; and
- organization of refresher courses for State Civil Services officers who have put in 6 to 8 years of service and conducting of seminars and refresher courses for senior officers.

As a result of all these efforts, a number of state training institutes were set up for imparting primarily institutional training for the State Civil Service. Simultaneously, institutes were also established for Class III functionaries by various states for providing training in agriculture, forest, cooperatives, animal husbandry, revenue and excise, health and family welfare, community development, food and civil supplies, accounting and secretarial work etc.

In the late 60s, another important development at the national level has been the establishment of Training Division in the Ministry of Home. Due to various conferences organized by this Division from time to time, two neglected areas of training were identified; training of state middle and senior level personnel and decentralized training for Class III and IV employees. In 1975, the Prime Minister had written to all the chief ministers about the urgent need to tone up the administration at all levels. The Prime Minister had also circulated a note on 'Improving Efficiency in Administration' prepared by two experts and identifying certain crucial areas where action could be taken to improve the performance of the administration in a relatively short time. In this note, the experts had included training of civil servants as one of the crucial areas of action, and stressed the importance of identifying training requirements of personnel at various levels and in



different services and drawing up of systematic programmes to meet them. They had particularly referred to the special significance of training of officers at lower and intermediate levels and training by supervision. All these efforts helped in the creation of a climate for training of the state level personnel. However, nothing significant happened regarding training during all these years and no attempt was made by the states to systematically identify the training needs and gear up the state training institutes for conducting various foundational and refresher courses. In the late 70s the Training Division sponsored a number of training programmes in different state training institutions exclusively meant for the senior and middle level personnel. In 1986, it provided the directions for the development of the state level personnel. The important directions are given below:

The state training institutions, as the apex state level institutions should conduct:

- - Common foundational courses for all State Gazetted Services.
- Common general programmes for gazetted officers as in accounts, finance, public administration.
- Professional training programmes for the administrative services.
- Programmes for training of trainers of the other Training Institutions in the state.
- Short duration general programmes on Management, Behavioural Sciences, Project Planning, Evaluation and Monitoring etc.
- Each District and Department would undertake to train its own middle and junior level staff, the apex institution, confining itself of Class I and II categories only.

- There should be decentralized training centres at the Regional/Divisional/District level for staff recruited at the District level, depending on intake. The Divisional Commissioner could be the Head of the Regional Centre.
- At entry point of promotion, every civil servant, irrespective of level, should undergo the appropriate orientation/exposure course. For clearing the backlog also, short term courses should be organised finding trainers, wherever possible, from among the respective groups. Later on professional inputs could be given to these groups.
- Master plans for training all the civil service personnel in the State should be drawn up, drawing on the assistance of the State Training Institution to draw up the inventory of training needs for the state as a whole.
- The director of the state training institution may be either the chief coordinator or joint coordinator for training and human resources development in the State.
- A talent scouting exercise should be undertaken with a view to inducting young officers from IAS and State Services with a proven track record as the faculty into the State training courses within the country, and abroad and making them to serve in the training institution for a period of 3 - 5 years before returning to the main stream.

CHAPTER-IIEXISTING TRAINING FACILITIES

To meet the demands of development a number of training institutes have been set-up in Orissa. There are about 72 in-service training institutions in the state. The statement below provides a departmental-wise list of major training institutions, type of training imparted, level of participants and number of training programmes.

EXISTING TRAINING INSTITUTIONS

<u>INSTITUTE/DEPARTMENT</u>	<u>TYPE OF COURSES</u>	<u>NUMBER OF COURSE</u>
GAA, Bhubaneswar-1958/ (General Administration)	<u>Foundational</u> IAS, IFS, OAS, Gazetted Officers  <u>Refresher</u> Judicial Officers, Section Officers, Revenue Officers, Public Health Engineers.  <u>GOI Sponsored</u> Management of Project under Anti-Poverty Programmes, District Planning, Office Modernisation, Public Relation for Counter Personnel, Environment Management, Seminar on Land Reforms and Poverty Alleviation, Environment, Hospital Administration (for Veterinary Doctors), Promotion of Social Forestry.	25
MIAF, Bhubaneswar-1956/ (Finance)	<u>Foundational</u> IAS, OFS  <u>Refresher</u> Gazetted Officers, Local Fund Auditors. Non-Gazetted Personnel of Forest, PWD and other Departments;	9
THRTI, Bhubaneswar-1972/ (Harijan & Tribal Welfare)	<u>Refresher</u> District Welfare Officers, Assistant Administrators of Integrated Tribal Development, Head Masters of Ashram School, Revenue Insectors, Foresters and Officials of Veterinary and Sericulture etc.	12 (including 5 GOI sponsored)
WLMI, Bhubaneswar-1984/ (Irrigation and Power)	<u>Refresher</u> Senior, Middle and Junior Level Officials of the Irrigation and Agriculture	

<u>INSTITUTE/DEPARTMENT</u>	<u>TYPE OF COURSES</u>	<u>NUMBER OF COURSE</u>
SIRD, Bhubaneshwar-1975/ (Community Development & Rural Reconstruction)	<u>Refresher</u>  Block Development Officers, Assistant Block Development Officers, Extension Officers, Supervisors (Integrated Child Development Scheme)	38
STI, Bhubaneshwar-1970/ (Planning & Coordination)	<u>Refresher</u>  Higher Statistical Training Course (for officers and statistical personnel on Supervisory Cadre)  Basic Statistical Training Course (Lower Level Statistical Personnel)  Econometric Course	3
OSTI, Bhubaneshwar/ (Home)	<u>Foundational</u>  Assistants of Secretariat	1
PTC-Angual/ (Home)	<u>Foundational</u>  Sub. Inspector	
FRTC-Angual/ (Forest)	<u>Foundational</u>  Forest Rangers	
FTI-Balugaon-1981/ (Fisheries)	<u>Refresher</u>  Fisheries Extension Officers	1
CTIC-Gopalpur, Baripada, Koraput, Baragarh, Bhubaneshwar/ (Cooperative)	<u>Refresher</u>  Inspectors, Supervisors, Accountants, Secretaries and Assistant Secretaries of Cooperative Societies.	27
SCERT, Bhubaneshwar-1979/ (Education)	<u>Refresher</u>  School Teachers	60

It is relevant from the statement that some of the major departments of the State Government have set up their institutional arrangements for training. In most of the cases, these institutions primarily provide induction training for supervisory level functionaries, for example, institutes established by forest, fisheries home (including police) Bureau of Statistics, Revenue, etc. Another category of institutes are those which provide both induction and in-service training. In this category are institutes like GAA and MIAF. The third category is that of institutes like THRTI and SIRD and WLMI which provide only in-service training for the departmental functionaries. All these institutions except WLMI are run as departmental units.

Before analysing the functioning of these institutions it will be helpful to look into an important development in the field of training. This relates to the creation of the post of Commissioner Training Coordination in the early 70s. It was expected from the Commissioner Training Coordination not only to act as the Director of GAA but also to coordinate the training activities of the State. Ostensibly the purpose was to bring all training institutions in the State under his umbrella as far as organisation of training is concerned. Unfortunately, the coordination function remained on paper as no specific responsibilities were given to him for this purpose nor any powers were vested to bring about necessary coordination in the training of state level personnel. As a consequence of this by and large different training institutions are running their programmes without keeping a perspective and identifying training needs in their departments etc. Though training has been recognised as an important input in the developmental process

over the years not much thinking had gone into evolving policy regarding foundational and in-service training of Class I and II (administrative, technical and non-technical services), organisational aspect of training, institutional mechanism for identification of training needs developing infrastructural facilities in these institutions, monitoring and evaluation of training programmes.

With this background, let us analyse the important issues pertaining to existing training facilities.

#### Training Programmes

Three types of training programmes are being organised by the GAA namely foundational, in-service including programmes sponsored by Training Division, Department of Personnel, Government of India. A number of deficiencies have been observed regarding the foundational training. Firstly, different curriculum is being adopted for probationers of OAS (direct recruits and promotees) and gazetted officers of different services. The curriculum which is prepared for the foundational training for all the above mentioned services is totally ill-equipped to provide them necessary knowledge and understanding of the environment, modern public administration, management techniques besides social economic problems, planning process, financial aspects, etc. It is also relevant to mention here that the OFS probationers are being trained by MIAF for their foundational training. For OFS probationer the curriculum lays heavy stress on financial rules and regulations and that there is no emphasis on conceptual understanding of financial management and related skills, besides the understanding and appreciation of some important aspects

mentioned above. As such foundational training of OAS, OFS and other gazetted officers do not taken into account the development of the probationers interms of knowledge skills and attitudes. As far as OAS foundational training is concerned a number of Secretaries commented that OAS Class II (Junior Cadre) lack knowledge and appreciation of various Laws and Acts. This problem is partly a result of the way in which the examination of the OAS probationers is conducted. However, what is required in the present context is a common foundational training for all the officers of the state services. This will help in ensuring common outlook and appreciation of the mutuality of roles of probationers as an integral part of the public services through a spell of joint training.

In the in-service training programmes conducted by the GAA, there is total adhocism as well as inadequacy. This is a result of lack of identification of training needs atleast for Class I & II state services. This situation is equally true of institute's like SIRD and THRTI. For example SIRD organise a number of courses for district and block level officials (rural development and social welfare), training programmes are very deficient in terms of type of knowledge and skills to be imparted to the participants. Similarly, the Statistical Training Institute has very narrowly focussed its training activities. It is also in a way under-utilised. Since all these institutions are departmentally run the training programmes cater only to the departmental requirements and there is no focal point of decision-making regarding the training activities. To illustrate this point, in the context of present anti-poverty programmes there is an acute need for developing in the block development officers and extension officers some



sort of specialisation in the areas of sampling techniques and understanding of statistical concepts. Although, the institute is well equipped to take such training but it is not taking place at all. Another related problem is uncertain nominations. In most of the institutions the response from the concerned departments have been poor. There has been adhocism in making nominations, non-release of good officers and last minute cancellations etc.

The existing training arrangements suffer from another drawback as there is some sort of artificial separation in the training of probationers of the state services. The MIAF provides training the OFS (direct recruits as well as promottees) while the training of OAS and another gazetted service probationers is conducted by GAA. This bifurcation of foundational training of state services by two institutions has led to serious problems. One is the creation of two institutions without any justification. The foundational training of OFS at MIAF probationers while its major responsibility is to train non-gazetted personnel of forest, treasury, public works and other departments. Probably this is a solitary example in the country of an institute which trains on the one hand probationers of IAS and also non-gazetted personnel. In the present context, it is necessary that there should be only one apex institution for the training of Class I & II services. As such, it is desirable that the present MIAF should be converted for the training of state subordinate services in public administration and financial management. The present Orissa Secretariat Service Institute should be merged with MIAF.

In almost all the institutions not only the size of the faculty is small but there is a lack of professional faculty. In these institutions the faculty consist of officials on deputation from related departments. In the present day context this is not at all justifiable. It was commented by a large number of secretaries that most of these institutions do not inspire confidence and they are reluctant to send the officials for training. Some of the major institutions are totally devoid of infrstructural facilities necessary for conducting training programmes. These facilities are proper campus, class rooms, library faculty rooms, recreation and residential facilities etc.

The analysis presented above gives an overview of the issues which are being faced by the training institutions in general and GAA in particular. Some of the major areas of concern are:

- The priority areas in training atleast for Class I & II should be clearly identified.
- There has to be one apex level institution for Class I & II personnel.
- An annual plan should be prepared for the training of Class I & II officials.
- There is need to establish a training institute for the subordinate services to provide both foundational and in-service training.

CHAPTER-IIIIdentification of Training Needs

There are broadly four categories of personnel running the institutions of administration in the state:

Personnel recruited at the national level and deployed in the state like IAS, IPS and IFS. The strength of different All India Services in Orissa as on 1982 is given below:

IAS - 209

IPS - 123

IFS - 82

State service personnel in generalist and technical cadres. The strength of different Class I & II state services in Orissa is given below:

<u>Services</u>	<u>Class-I</u>	<u>Class-II</u>	<u>Total</u>
Orissa Administrative Service	376	1047	1423
Orissa Financial Service	111	415	526
Orissa Police Service	-	207	207
Orissa Secretariat Service	37	34	71
State Forest Service	73	184	257
Orissa Cooperative Service	57	156	213
Orissa Judicial Service	167	216	383
Orissa Industrial Service	70	52	122
Orissa Health Service (excluding 641 Medical College Doctors)	144	2045	2189
Orissa Veterinary Service	43	737	780
Orissa Education Service	343	1279	1622
Orissa Tourism Service	5	30	35

Orissa Agricultural Service	46	412	458
Orissa Agricultural Soil Conservation Service	-	76	76
Orissa Agricultural Engineering	-	93	93
Orissa Service of Engineers			
- Works Department	166	601	767
- Irrigation and Power Department (Irrigation Wing)	151	588	739
- Irrigation and Power Department (Electric Wing)	388	805	1193
- Lift Irrigation Department	31	38	69
- Orissa State Road Transport	7	25	32
- Housing and Urban Development	56	80	259
Mining and Geological Service	33	80	113
Fisheries (Technical Cadre)	23	83	106
Harijan and Tribal Welfare , (Technical Cadre)	41	104	145

---

Note: This statement does not include Class I & II officers of Fire Service, Technical Officers in Textile and Sericulture and Technical persons in the Department of Indian Medicines and Homoeopathy.

- There are about thirty three state public sector enterprises in the state operating in a wide variety of areas - public utility, manufacturing, trading, promotional development, etc. Approximately Rs. 43,904 lakh have been invested in these enterprises upto 1986 and about 64,000 persons are being employed by them. These enterprises suffer from various managerial shortcomings. These enterprises are manned at the middle and senior levels, by the officials of the Orissa Administrative Service and Orissa Finance Service.
- In Orissa there are 100 urban local bodies with a total strength about 250 officers.

This gives us an idea of the magnitude of the task as well as the type of training to be imparted. In this section, our main concern is to identify the training requirements of Class I & II personnel, senior and middle level personnel of public sector enterprises and officers of urban local bodies.

A number of dysfunctionalities in the implementation of the policies and programmes were highlighted by the Secretaries while discussing training requirements pertaining to their departments. One primary reason attributed by them relate to the absence of knowledge and skills in the functionaries. It is quite revealing to know that the present in-service training programmes are not only unrealistic but do not take into account the needs of public services. Some of the highlights of the discussions are given below:

- Foundational training of OAS (both direct recruits and promotees) is poor as the probationers lack comprehension not only of various Acts and Codes but also an over all framework of public administration.
- The foundational training of gazetted officers is short both in duration and coverage.
- There is a need to provide refresher training at appropriate levels to the state services like OAS, OFS, OSS.
- It was pointed out that in the education department a number of administrative positions are manned by officials of the department without adequate understanding of the personnel and financial administration, and as a consequence creating a number of problems.
- There is a need to provide training to the district level revenue and health officials in disaster management as the state is prone to natural disasters
- The Chief Engineers, Superintending Engineers and Senior Executive Engineers (Irrigation and Power and Public Works) are not conceptually clear about the project formulation and related aspects of construction management. Besides their understanding of political context of administration is poor.

- It was pointed out that Deputy Superintendents of Police should be trained for short duration in the sociological aspects of crime, management of violence and other related matters in the context of the changing law and other situation.
- It was commented that a number of senior officials of the development departments should be given orientation in environment.
- Officials like Director Education, Director Health, Director Fisheries, Director Agriculture, Director Family Welfare, etc., should be given orientation regarding finance, planning and other related aspects which will help them in formulation of sectoral plans.
- Another significant point relate to the training of executive officers of Urban Local bodies. Orissa does not have a separate cadre for local bodies and as a consequence most of them are on deputation from OAS and departments like Community Development, Social Welfare, etc. They normally do not have any training prior to their appointments as Executive Officers. In the absence of any training it was pointed out that they lack comprehension regarding Municipal Acts, financial issues as well as political context of urban local bodies.
- A number of state enterprises have been established in Orissa. The senior level and middle level positions are manned by state services like OAS, OFS, etc. Most of these officials lack understanding of the working of commercial enterprises. At present there is no arrangement for training of these officials.
- Attention should be given to the problem of motivating the state level personnel and training could play an important role.
- A number of training institutions have been established by the state and there is a need for 'training of trainers' so as to make them aware of various training methods, designing of training programmes, evaluation of training, etc.

A suggestive typology of training programme (foundational, refresher and functional) for Class I & II services, public sector, urban local bodies and faculty of training institutions is presented below. This is based on the needs of the public services as well as discussions with the Secretaries.

- It was pointed out that Deputy Superintendents of Police should be trained for short duration in the sociological aspects of crime, management of violence and other related matters in the context of the changing law and other situation.
- It was commented that a number of senior officials of the development departments should be given orientation in environment.
- Officials like Director Education, Director Health, Director Fisheries, Director Agriculture, Director Family Welfare, etc., should be given orientation regarding finance, planning and other related aspects which will help them in formulation of sectoral plans.
- Another significant point relate to the training of executive officers of Urban Local bodies. Orissa does not have a separate cadre for local bodies and as a consequence most of them are on deputation from OAS and departments like Community Development, Social Welfare, etc. They normally do not have any training prior to their appointments as Executive Officers. In the absence of any training it was pointed out that they lack comprehension regarding Municipal Acts, financial issues as well as political context of urban local bodies.
- A number of state enterprises have been established in Orissa. The senior level and middle level positions are manned by state services like OAS, OFS, etc. Most of these officials lack understanding of the working of commercial enterprises. At present there is no arrangement for training of these officials.
- Attention should be given to the problem of motivating the state level personnel and training could play an important role.
- A number of training institutions have been established by the state and there is a need for 'training of trainers' so as to make them aware of various training methods, designing of training programmes, evaluation of training, etc.

A suggestive typology of training programme (foundational, refresher and functional) for Class I & II services, public sector, urban local bodies and faculty of training institutions is presented below. This is based on the needs of the public services as well as discussions with the Secretaries.

#### A. Foundational Course

Instead of the present practice of different curriculum for foundational training of OAS, OFS and other Gazetted officers, there is a need to develop a common foundational course. The idea behind the common foundational course is to acquaint the participants with a broad understanding about the constitutional, economic and social framework within which they have to function. Secondly, they should have further understanding of the machinery of government and the conceptual knowledge of modern public administration. The probationers should also have a clear understanding about their role in a parliamentary democracy. It should also include the knowledge of economics in general and Indian economics in particular and appreciation of India's social and economic problems. The foundational course should also develop insights into policy making, programming, budgeting, implementation, monitoring evaluation of development programmes at the macro and micro levels of administration. It should also enable the participants in modern methods and techniques of administration. Besides, the probationers of OAS and OFS should be provided with the deeper understanding and knowledge of the various laws, acts and codes appropriate to their work followed by the field training.

#### B. Refresher Training

Besides, foundational training, there are three services in the state for which there is a need for training at appropriate levels and intervals. These are OAS, OFS and OSS. The OAS is a generalist service whose members serve both in the field level as well as the Secretariat. They perform both regulatory and developmental functions. The officials



of OAS at present operate broadly - rural development; land administration; district administration; urban development and state secretariat.

The strength of the OAS both Class I & II is roughly 11 per cent of the total strength of the state services. Their functions and responsibilities changes as they move from OAS Class II to OAS Class I (Junior Branch) and to OAS Class I. At present only foundational training is being provided to OAS officials. However, there is a need to provide at appropriate training intervals which could prepare them for the next stage of administrative responsibility. Similar attention exist in OFS which constitutes 5 percent of the total strength of the state services. Another services which need training at different levels relate to the officers of CSS.

For all these above mentioned services distinct training programmes will have to be conceived in terms of three levels:

- i) Junior Administrative Programmes: Such a programme will be designed for personnel having experience 5-7 years in the above mentioned services. The assumption behind such a programme is based on the premise that on completion of institutional, departmental and on-the-job training and after having served for a period, it is necessary to expose officials of this level to an organised programme prior to their assuming higher responsibilities.

- ii) Middle Administrative Programme: Such a programme will be designed for officials having experience of 8 to 14 years. The focus of such a programme will be on analytical and administrative skills. Personnel at this level are increasingly called up to use the advance administrative and financial techniques is planning and project management skills organising direction, coordination and communication and decision-making.
- iii) Senior Administrative Programme: Official at this level are more concerned with coordinating and integrating of various activities and interest of the department towards a common objective. Through these programmes the administrators can pool their experience for the purpose of attaining better coordination of public policies and programmes.

#### C. Functional Programmes

Apart from the above mentioned programmes there is a need to plan an organise series of functional programmes for groups of specialised clientele. Broadly, during discussions with the Secretaries not only the priority areas of in-service training were identified but main objectives, contents and duration were also discussed. A statement providing objectives, contents and duration is given below:

<u>PROGRAMME</u>	<u>OBJECTIVES</u>	<u>BROAD CONTENTS</u>
<u>PARTICIPANT LEVEL</u>		
<u>DURATION</u>		
<u>A. STATE DEPARTMENTS</u>		
<u>Industrial Development</u>		
General Managers and Managers, DIC	To familiarise the participants with the planning and administra- tive aspects of programmes relating to District Industries Centre	Planning for Industrial Promotion at District level, Policies relating to District Industries Centre, Techniques of Economic Investigation, Quantitative Techniques for Industrial Planning, Feasibility Survey and Analysis, Financial Statement Analysis, Infrastructure Planning, Project Management, Development of Enterprises for Weaker Sections, Marketing Management.
<u>Finance &amp; Personnel Administration</u>		
- Principals (Medical Engineering, Poly- technique, Government and Government aided Colleges)	To familiarise the participants with the concepts and Rules and Regulations pertaining to finance accounting system and service matters so as to help them in their day to day decision making process.	Finance and Accounting Concepts and their Significance for Decision-making, Financial Statements and their uses in Administrative Decisions, Principles of Government Audit, (Orissa Pension Rules, General Provident Fund (Orissa), Service Rules and Regulations - Orissa Service Code, Orissa Civil Service, C.C.A.

<u>PROGRAMME</u>	<u>OBJECTIVES</u>	<u>BROAD CONTENTS</u>
<u>PARTICIPANT LEVEL</u>		
<u>DURATION</u>		
- Deputy Directors and Inspectors of Schools	Same as above	Same as above
- Deputy Director and Assistant Director (Sports)		
Two weeks		
<u>Health Administration</u>		
- Medical Superintendent, Chief District Medical Officers	To acquaint with the principles and programmes relating to Health and Family Welfare as well as managerial aspects of health administration	National Health Policy, Health for all and Primary Health Care, Family Planning Programme for achieving National Goals, Stores Management, Materials Management, Organizational Behaviour/ New Trends in Medical Care and Hospital Administration, Community Orientation of Health Services, Legal aspects of Medical Care, Organisation of Ambulatory Care, Computer Applications in Health.
- Additional District Medical Officers, District Medical Officers		
Two weeks		

<u>PROGRAMME</u>	<u>OBJECTIVES</u>	<u>BROAD CONTENTS</u>
<u>PARTICIPANT LEVEL</u>		
<u>DURATION</u>		
<u>Construction Management</u>	<p>Chief Engineers and Superintendent Engineers and Senior Executive Engineers (Irrigation, Power and Works Department)</p> <p>To provide an understanding of managerial functions and concepts in the execution of engineering construction, projects assist in developing effective information and monitoring systems for project control</p>	<p>Managerial Principals, Coordination, Leadership and Motivation, Estimating, Bidding and Contract Planning, Materials, Equipment, Construction Planning and Control Techniques, Work Study and Productivity Techniques, Finance and Cost Control, Management Development, Project Formulation and Appraisal Techniques (financial, economic, social-cost-benefit, sensitivity analysis, etc.) Project Implementation Techniques, Monitoring Political Context of Administration, Project Feedback System, Reporting and Control.</p>
Two weeks		
<u>Planning for Rural Development</u>	<p>Project Directory (DRDA) Planning Officer (DRDA) and District Head of Development Departments</p> <p>To improve the understanding, planning capabilities and skills of the senior and middle level officers having responsibility for the formulation of plans and projects for rural development</p>	<p>Strategy of rural development, past experience of decentralised planning and lesson for future concept of multi-level planning in the context of Integrated Rural Development; Data/information requirements planning for at District/Block levels, collection/analysis thereof; major elements of planning process; planning machinery at the District level and Block levels and people's participation in planning, institutional and other arrangements.</p>
Two weeks		

<u>PROGRAMME</u> <u>PARTICIPANT LEVEL</u> <u>DURATION</u>	<u>OBJECTIVES</u>	<u>BROAD CONTENTS</u>
<u>Project Management for Agricultural Development</u>		
Joint Directors, Deputy Directors, District Agricultural Officers	To acquaint the participants to some of the basic concepts relating to agricultural development	National Development Objectives, Planning Process, Systems Approach for Rural Development Data Systems for Project Formulation, Market Analysis, Local Participation, Choice of Technology, Project Appraisal, Budgets and Cash Flows, Project Environment, Project Finance, Manpower Plans, Project Organisation, Monitoring and Evaluation.
Two weeks		
<u>Social Forestry</u>		
District Level Forest Officers (Social Forestry)	To enable the officials to understand the significance of social forestry with emphasis on peoples partici- pation in the programme	Wasteland Programmes, Community Land & Fruit Farming Programme Relating Value of Ecology and Commercial Plantation, Concept of Social Forestry, Need of Social Forestry, Strategy for Social Forestry, Motivational aspects of
One week		Social Forestry Programme.

<u>PROGRAMME</u>	<u>PARTICIPANT LEVEL</u>	<u>OBJECTIVES</u>	<u>BROAD CONTENTS</u>
<u>Management of Law and Order</u>	Deputy Superintendents (Police)	To develop basic awareness of the internal security problems, to impart and develop the skills and professional knowledge for handling various tactical situations arising out of internal security problems	Maintenance of Law and Order, Problems of Terrorism, Socio-Political-Economic Problems Prevailing in the State which affect internal security, Constitution and the Civil Liberties, Preventive Powers of the Executive Magistracy and the Police, Police Powers of Investigation and Arrest, Challenges Facing Police Officers, Peoples Expectations from Police.
One week			
<u>Public Distribution System</u>	District Supply Inspector-cum-District Managers of Civil Supplies Cooperation	To familiarise the participants with the management techniques so as to enable them to discharge their functions in an effective manner	Food Corporation of India, Procurement-Legal Aspects, Essential Commodities Act, Public Distribution System, Supply Management, Material and Inventory Management, Transport Management and Consumer Protection, Management Information System, Human Resources Development, Regulatory Measures, Economics of Fair Price Shop.
One Week			

<u>PROGRAMME</u>	<u>OBJECTIVES</u>	<u>BROAD CONTENTS</u>
<u>PARTICIPANT LEVEL</u>		
<u>DURATION</u>		
<u>Disaster Management</u>		
District Level Officials of Revenue and Health	To familiarise the participants with the natural hazards, its impact on peoples, property and physical environment. The ways of mitigating these impacts and acquainting the participants with the disaster preparedness plans.	Planning for disaster management in terms of both preventive and protected measures, Disaster mitigation - land use planning, Emergency base planning - Medical Care, evacuation, restoration, Support system for disaster preparedness-Roles and Responsibilities of different agencies and personnel in disaster management enhancing decision-making, Problems solving and programme Implementation process. Capabilities of people and system in crisis situation.
One week		
<u>Environment</u>		
Divisional and District Level Officials of Development Departments	To make the participants familiarise with the importance of environment in development	Wasteland Management, Environment and Wild Life Preservation, Water Quality Management, Air Pollution Control, Industrial Pollution Central Strategies, Role of Forests, Urbanisation and Environment, Environment and Law.
One Week		
<u>Development Planning with reference to Orissa</u>		
Directors (All Departments)	To sharpen the knowledge and imparting skills regarding the planning and allocation of resources.	Nature of planning process, state plans and decentralised planning, budget formulation, project formulation, project management, project evaluation.
One Week		



<u>PROGRAMME</u> <u>PARTICIPANT LEVEL</u> <u>DURATION</u>	<u>OBJECTIVES</u>	<u>BROAD CONTENTS</u>
<u>E. URBAN LOCAL BODIES</u>		
Urban Administration	To familiarise the participants with the various Municipal Acts and provision of civil amenities	Municipal Acts, Municipal Finance, Taxation, Budgetary Control, Town Planning Act, Shops and Establishment Act, Management of Civic Services, Resource Mobilisation, Urban Planning and Personnel Administration.
Executive Officers of Urban Local Bodies		
Two weeks		
<u>C. STATE PUBLIC ENTERPRISES</u>		
Management of Public Sector		
Senior and Middle Level Managers	To provide exposure to management skills in functional areas	Objectives of State Enterprises, Environment of State Enterprises, Accountability of State Enterprises, Managerial Economics, Macro & Micro Economic Analysis, General Management, Quantitative Techniques and Operations Management, Corporate Financial Management, Marketing, Production, Personnel Management, Human Resources Development, Corporate Planning, Computer Based Management Control and Information Systems.
Four weeks		

PROGRAMME PARTICIPANT LEVEL DURATION	OBJECTIVES	BROAD CONTENTS
<u>Management Accounting</u> Senior and Middle Level Financial Advisors  Two weeks	To provide some basic tools and techniques which may be applied with advantage in management decision-making with a proper blending of of conceptual and quantitative inputs	Management Accounting - Concepts and Applications, Cost Analysis and Management Decisions, Financial Statement Analysis, Breakeven Analysis and Profit Planning, Pricing Policies, Capital Budgeting Techniques, Performance Budgeting, Inflationary Accounting, Human Resource Accounting, Project Cost Control- PERT/CPM, Management Information Systems and Computer Applications.
<u>Corporate Planning</u> Senior and Middle Finance Executives  Two weeks	To develop integrated perspective of the corporate planning	Corporate Finances and Emerging Trends, Capital Markets and Financial Institutions (resources), Government Regulation and Constraints, Inflation Valuation of Securities, Portfolios and Firms, Asset Acquisition Strategies, Capital Structure, Planning etc.

<u>PROGRAMME</u>	<u>OBJECTIVES</u>	<u>BROAD CONTENTS</u>
<u>PARTICIPANT LEVEL</u>		
<u>DURATION</u>		
<u>Material Management</u>	<p>Providing a unified approach to material management to help the participants develop the skill to take effective decision in the areas mentioned above to advance the overall objectives of the organizations</p>	<p>Integrated Materials Management - Scope and Organization; Purchasing Management; Make or Buy Decision; Value Analysis/Engineering; Codification, Standardisation and Variety Reduction; Stores Accounting; Forecasting and Material Planning; Classification of Materials; Inventory Control; Management of Spare Parts, Information Systems for Material Management.</p>
One week		
<u>D. TRAINING INSTITUTIONS</u>		
<u>Training of Trainers</u>	<p>Re-examine the principal tasks and responsibilities of trainers; Enhance the acquisition of the knowledge, skills and attitudes required of trainers to enable them to perform better the training function; Provide inter-active Perception of new training approaches and concepts.</p>	<p>Learning philosophy, Training and Organisational Effectiveness, Trainer and his Role, Identification of Training Needs, Training Policy, Designing Training, Programme, Choosing Appropriate Training Methods, Evaluation of Training.</p>
Faculty Members and Senior Staff of the Training Institutions		
One week		

Changing Role of Gopbandhu Academy of Administration

Training needs of Class I and II state services as identified in the previous section gives us an idea about the type of training programmes.

Looking into the expanded role of the GAA it should be conceived as a composite apex institute of training for almost all the major administrative segments of the State. The GAA should develop on the premise that in the near future except for acquiring specific departmental expertise there would not be proliferation of the training institutions in the State. Secondly, as an apex institution to perform the training functions properly it must prepare not only case studies but also undertake research and consultancy. Orissa unlike many other states (Gujarat, Rajasthan, Maharashtra, Uttar Pradesh, Tamil Nadu, Andhra Pradesh, Kerala) does not have institutions pursuing research and consultancy in planning, public administration, business management, development administration, public sector management, etc. As such, the GAA as an apex training institute of the state should combine along with training the function of research and consultancy. It is also relevant to mention here that a number of ministries and departments of the Government of India, Planning Commission and other organizations are at present providing funds for conducting state specific studies. These studies will inturn provide material for the training purposes.

The GAA should also organise seminars for senior officials. The GAA should be adjunct to the governments policy development process and thinking centre where senior officers who are responsible for carrying out government activities will be directly involve in analysing problems

and recommending lines of action that will help to shape the government's decisions. As such conferences and seminars should deal with three basic type of problems: (i) Major policy issues facing the government; (ii) Problems of programme implementation and management; and (iii) Problems in improving governmental operating machinery.

The first requirement to meet these challenges is to re-define its objectives. The objectives should be:

- To conduct foundational and in-service training of all Class I & II services;
- To conduct training programmes for state public sector enterprises and urban local bodies;
- To conduct seminars on problems of administration; and
- To conduct research and consultancy pertaining to various aspects of administration.

In order to fulfil the objectives as mentioned above so as to perform its legitimate function and provide credibility in its training programmes, there is a need for a number of changes in the existing set-up of the institute.

The enlarged role of GAA requires substantive change in terms of infrastructural facilities, faculty and internal organizations:

- (i) This institute should remain a departmental unit under the general administration department. Except in Kerala, Tamil Nadu, Punjab and Haryana other state apex level institutions are functioning as departmental units with directors of the institution having powers of the head of the department.

- (ii) We have been given to understand that a common premises has already been constructed both for GAA and MIAF. Looking into the demands of training the new campus if allotted both the GAA and MIAF as envisaged, will not do justice to either. It will be much more logical to allot the entire campus to GAA alone, so as to allow it to function in a more cohesive manner in the years to come.
- (iii) For providing infrastructural facilities, training, it is suggested that a small committee may be constituted with Commissioner Training Coordination (as Chairman) to go into the details of such facilities provided by major ATI's (Jaipur, Ahmedabad, Nainital and Pune) as well as some other institutions like Tata Management Training Centre (Pune) and Indian Institute of Management (Ahmedabad and Bangalore) and make suitable recommendations for their adoption in the GAA.

Another important consideration relate to the faculty. At present there is hardly any faculty in the GAA. In the context of the changing role and the responsibilities there is a need to induct professional faculty at the level of Professor and Reader in a number of disciplines. Looking into the tasks it is essential to have faculty in the disciplines of political science, economics, public administration, financial management, business administration, development planning, personnel administration, agriculture, computer and information system, criminal justice administration, urban development. At the same time faculty should also be drawn on deputation from the various government departments primarily in the field of government finance, criminal justice, general administration, revenue and law. This mix of faculty

will help in the proper running of both the foundational and in-service training programmes. Much care should be taken in the selection of the faculty and those on deputation should be selected on the basis of their known interest in training.

CHAPTER-IVORGANISATIONAL ASPECTS OF TRAINING

The analyses made so far have shown the need both for policy and organisation for training. If the training programmes have to be organised and conducted in a systematic manner, it is essential that there should be well laid out training policy. This policy must cover the following aspects:-

- Basic goals of training.
- Type of employees to be covered.
- Responsibilities of the general administration department.
- Responsibilities of the individual departments.
- Institutional mechanism for coordinating training.
- Rules and regulations to govern general training activities on the following aspects:
  - On determining training needs.
  - On establishing and conducting training programmes.
  - Utilisation of training.
  - Career development linkages to training.
  - Monitoring and evaluation of training.
  - Records of training.



A comprehensive training policy will combine the above mentioned elements so as to provide proper guidelines to the concerned departments and training institutions. If such a policy is formulated and adopted by the Orissa Government, it will become the first State in the country to have a training policy.

We have already analysed in the earlier chapter the problems confronting the training institutions in the state in the absence of institutional arrangements for overseeing the administration of training programmes. The analysis made previously make it clear the need for a completely integrated government wide training system so as to cover not only individual requirements of departments, public sector enterprises and urban local bodies but also to provide complete coordination in both planning and executing training programmes. For this purpose, the office of the Commissioner of Training Coordination should be vested with the following functions and responsibilities:

- General supervision of all training within government and semi-government bodies.
- Planning and promoting of development, improvement, coordination and evaluation of training activities.
- Assisting departments in the development of programmes and financial plans for training.
- Developing, installing and maintaining a system to provide the training data so as to carry out its own functions and to provide meaningful information to departments.
- Coordinating inter-departmental training conducted by and large for departments.

- Identifying functional areas in which new expanded inter-departmental training activities is needed and conducting this training or arranging for departments having the substantive competence to do so.
- Issuing governmentwise training regulations to all the departments and training institutions.
- Arrange foundational and in-service training for the state Class I, II & III services.
- Decentralised training at divisional and district levels for clerical staff.

Each department shall assess its own training needs and design and conduct suitable training activities and courses in accordance with the particular type of functions discharged in the department. For this purpose, there should be established in each department, training cell under a Training Coordinator charged with the following responsibilities:

- identifying the short-term and long-term training needs of department;
- designing suitable training activities and programmes for all categories of personnel employed in the department;
- evolving and adopting appropriate policies and practices in the design and implementation of training activities to meet training needs;

- preparing and submitting a balanced and comprehensive annual plan of training to the Commissioner Training Coordination.
- Evaluation of training programmes;

Each department is required to review its training needs in a planned and systematic manner: (i) It should be based on realistic assessment of organisational conditions and operating problems as well as on overall assessment of the performance of the department work force; and (ii) take into consideration future programmes and staffing needs, and potential for meeting those needs. On the basis of identification of training needs at all levels, training programmes should be devised. Priorities must be established for the department's training programmes.

However, in order to bring about necessary coordination it is proposed to establish two committees : (i) Training Advisory Committee; and (ii) State Training Council.

#### Training Advisory Committee

The training needs identified by each training coordinator of a department in consultation with the concerned Secretary along with broad objectives and contents including duration should be up before Training Advisory Committee. The idea behind Training Advisory Committee is to provide a forum to discuss the priority areas in training, broad contents, duration, distribution of training programmes among different

institutions. The training institutes will continue to remain as departmental units regarding administrative and financial matters. However, as far as matters pertaining to training are concerned, it will be the sole responsibility of the Commissioner Training Coordination.

More specific functions of the Training Advisory Committee will be:

- To consider the prevailing training needs and to determine the priorities for action.
- To consider adequacy of the training resources to meet the established needs of the departments.
- To plan future training policy in the light of the impending departmental activities.
- To assess at regular intervals the effectiveness of the training programmes.

This Committee will consist of the following:

- |   |                      |
|---|----------------------|
| - Commissioner Training Coordination          | Chairman             |
| - Training Coordinators<br>(all Departments)  | Members              |
| - Principals of Training Institutes           | Members              |
| - Joint Commissioner<br>Training Coordination | GAA Member-Secretary |

The deliberations and discussions in this forum will culminate in preparation of an annual training plan of the state. This Committee should meet once in a quarter to review the training programmes organised by the different training institutions.

### State Training Council

The recommendations of the Training Advisory Committee on annual training plan along with the financial implications and other matters will be put before State Training Council for approval. The composition of the Council will be as under:

Chief Secretary	Chairman
Secretaries (all departments)	Members
Commissioner Training Coordination	Member-Secretary

This Council will also oversee and ensure that the priority training needs of the departments, urban local bodies and public sector are being adequately met in the training programmes. It will also provide necessary policy directions to the departments and training institutions.

Looking into the requirements of training the post of Commissioner Training Coordination (at present working both as Director GAA and Chief Coordinator of training activities) should be delinked. The Commissioner Training Coordination should be placed under either Chief Secretary or Additional Chief Secretary so as to provide him both a status as well as help in bringing about necessary coordination and linkages in the career development and training. However, sufficient attention should be given in the selection of Commissioner Training Coordination and Director GAA. Both functionaries should be of sufficient seniority. It is equally important to select those officials

who have adequate aptitude and interest in academic work. The appointments of Commissioner Training Coordinations/Directors of training institutions and coordinators of the departments should be minimum for a period of three years.

The training of state level personnel deserve much more attention than hitherto given to it. Of late, there has been growing recognition of this aspect. As a result of this, a number of Ministries/Departments of Government of India besides Department of Personnel are providing financial assistance for training programmes. Besides, most of the centrally sponsored schemes also make adequate provision for training of personnel. Many international agencies are willing to provide liberal financial assistance for training purposes. In order to tap these resources and utilise them properly, it is of utmost importance to formulate a training policy and establish a set-up to take care of the requirements of training.

SUMMARY OF PRINCIPAL RECOMMENDATIONS

- That GAA be developed as an apex training institution for Class I and II state services and also conduct courses for the state public sector enterprises and urban local bodies.
- That CSTI be merged with MIAF and a new institution for training of subordinate services be established.
- The new campus be allotted only to the GAA.
- A small committee under the Chairmanship of the Commissioner Training Coordination be established to go into the details of internal administrative arrangements and related training facilities in the GAA. That in the context of the role envisaged for GAA professional faculty be inducted in a number of discipline like agriculture, economics, public administration, business management, development administration, rural development, etc.
- That adequate care be taken in the selection of Commissioner Training Coordination, Directors, Principals of training institutions and Training Coordinators. These officials who have proven record and aptitude for academic work be selected for such positions. Such appointments be for a minimum period of three years.
- That GAA be also conduct state specific research and consultancy assignments.

- A common foundational programme be organised for all the state services like CAS, OFS, OSS, etc., and other gazetted officers.
- That curriculum be suitably modified for the foundational course so as to include socio-economic environment, understanding of social economic problems, planning system, over all framework of public administration both at the national and state levels, understanding of various management techniques and comprehensive understanding of rules, regulations and codes.
- Examination system of the probationers specially of CAS and OFS be devised in a manner which provide a definite indication of their understanding of various rules, regulations and codes.
- That refresher training at an appropriate on the basis of the actual problems and needs of the public services.
- That training needs be identified for the middle and senior level personnel of state public sector enterprises and suitable training programmes be organised for them.
- That orientation training programmes be organised for executive officers of the urban local bodies.
- That there be a Commissioner Training Coordination under Chief Secretary or Additional Chief Secretary to look after the overall supervision of both administrative and technical training at all the levels in the state.



- That the training institutions be remained as far as administrative and financial matters are concerned with their respective departments.
- That the post of Director GAA be delinked from the Commissioner Training Coordination.
- That Training Coordinators be appointed in all the state departments and state public sector enterprises to identify the training needs and look after the related training matters of all the levels of employees of their departments.
- That a Training Advisory Committee be established to coordinate the training activities of the state. The Commissioner Training Coordination be Chairman and all training coordinators and Directors/Principals of all the training institutions as members.
- That annual training plan be prepared by this Committee; determine the priorities for action, to look into the adequacy of training resources, to assess at regular intervals the effectiveness of the training programmes.
- That a State Training Council be established under the Chairmanship of the Chief Secretary and all the Secretaries as members to oversee and ensure that priority training needs are being adequately met in the annual training programmes and also to provide necessary policy directions regarding training.

